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Date: 4 January, 2021

Empowered lives.
Resilient nations.

TERMS OF REFERENCE
international consultant FOR MID-TERM EVALUATION OF
“KYRGYZ ELECTION SUPPORT PROGRAMME”

Programme Name:	Kyrgyz Election Support Programme
Title of assignment:	Programme evaluation
Contract type:	International Individual contract
Duty station:	Home based
Duration of Contract:	25 working days between March – April 2022

BACKGROUND

The UN in Kyrgyzstan through the United Nations Development Programme (UNDP) has been supporting the efforts of the Kyrgyz Republic in strengthening the effectiveness, transparency and inclusiveness of the electoral processes starting from the 2010. As in the UNDP's country programme document for Kyrgyzstan (2018-2022), the Kyrgyzstan Election Support Programme (KESP) covers one of the national priorities: Good governance, rule of law, human rights, gender equality (SDGs 5 and 16).

The current KESP prodoc was created in response to a formal request from the Central Elections Commission of the Kyrgyz Republic (CEC) and is based on the UNDP Needs Assessment recommendations. This programme is implemented under UNDAF OUTCOME 2: By 2022, institutions at all levels are more accountable and inclusive ensuring justice, human rights, gender equality and sustainable peace for all and Country Programme Output 2.1: Core functions and capacity of Parliament, key government institutions and local authorities strengthened for accountable, transparent and inclusive policy making and implementation, as well as quality public services delivery.

The aim of this Programme is to assist the CEC to develop its capacity to support the 2020-2021 local and parliamentary elections with technologies to ensure sustained use of the biometrics-based voter identification model and to support other enabling factors for realizing free, fair, credible and transparent parliamentary elections. The programme will also lay the groundwork for improvement of current and future electoral processes in the Kyrgyz Republic by developing sustainable capacity to manage elections through strong digital processes.

The 22-month programme (from February 2020 to December 2021) consists of three components:

- Enhancing the inclusion, integrity and transparency of the electoral operations, including sustained upgrade and modernization of equipment;
- Enhancing the capacity of the key national partners in conducting public outreach and external communication, including engagement with civil society, media and other key electoral stakeholders, and empowerment of women as voters and eligible candidates;
- Enhancing the capacity of the CEC and other key stakeholders to identify, manage and respond to electoral violence, through systems dedicated to early warning and early response mechanisms.

The Programme is funded with contributions from the governments of Germany, Japan and Switzerland. The project value at the time of evaluation is **USD 5,082,021.65** (as of December 2021).

No	Donors	Budget 2020-2021	EXPENSES&COMMITMENTS 2020 – 2021 (as of December 2021)	Balance (as of December 2021)
1	Japan	\$ 4,210,526.31	\$ 3,271,641.25	\$ 938,885.06
2	Switzerland	\$1,499,310.05	\$ 1,246,082.35	\$ 253,227.70
3	Germany	\$ 564,298.05	\$ 564,298.05	\$ 0.00
	Total	\$ 6,274,134.41	\$ 5,082,021.65	\$ 1,192,112.76

SCOPE AND OBJECTIVES

A. Objectives

This final evaluation is intended to analyze KESP's progress and achieved results, and identify problems and constraints that have been encountered in the implementation. To this end, the evaluation aims to formulate important best practices and lessons to be learned from the implementation of KESP. The evaluation should provide evidence-based information that is credible, reliable and useful. This should also be forward looking and provide preliminary recommendations for the future design and implementation of electoral assistance programmes, advice on forthcoming strategic directions and priorities in the relevant area. The evaluation will consider options for future delivery and the implementation of the programmes which promote ownership, sustainability, efficiency and effectiveness.

B. Scope

The evaluation should be able to:

- Assess the relevance of the programme with respect to its consistency, ownership, technical adequacy and complementarity of the programme with other similar initiatives;
- Determine the effectiveness of the programme in the achievement of results, highlighting reasons and factors for achievement/non-achievement;
- Determine the efficiency of the programme concerning the value for money principle, use of

funding staff and other resources in the achievement of results;

- Evaluate the potential impact on enhancing the inclusiveness and transparency of electoral processes;
- Determine the level of coordination of the programme with UN agencies, relevant development partners, donors, CSOs and other relevant stakeholders;
- Evaluate the sustainability of the programme, including the participation of institutional beneficiaries/partners in the planning and implementation of activities, as well as measures taken to ensure that activities initiated by the programme will be completed/continued beyond the programme cycle;
- Evaluate the contribution of the programme to the gender and human rights aspects;
- Capture the best practices and lessons learned from the implementation of the programme;
- Provide concrete recommendations that is useful for the future programming.

The evaluation will assess the programme according to the standard evaluation criteria, as elaborated below, in line with the United Nations Evaluations Group (UNEG) norms and principles. The evaluation will address the following four main questions:

- 1) Was the approach to achieve what the UNDP Programme intended to achieve appropriate?
- 2) To what extent has the Programme achieved its intended objectives?
- 3) To what extent has the Programme been able to adapt to the COVID-19 pandemic and support country's preparedness, response and recovery process?
- 4) What factors contributed to or hindered Programme's performance and eventually, to the sustainability of results?

To address Question 1, a Theory of change (ToC) approach will be used in consultation with stakeholders as appropriate to better understand how and under what conditions the Programme's interventions are expected to lead to accountable institutions, justice and peace, and gender equality.

Question 2 will include as assessment of achieved results and the extent to which these results have contributed to the Programme objectives. It will be important to examine how the Programme has been able to introduce innovation and agility as specific factors for Programme effectiveness.

Question 3 will examine Programme's support to COVID-19 preparedness, response and recovery at the Country level. This will include an assessment of the relevance and effectiveness of the support to the needs of country and its effectiveness in preventing loss of lives and livelihoods.

The sustainability of overall outcomes will be examined in response to the Question 4.

In addition to the above questions, the evaluation is expected to answer the evaluation questions related to the criteria of relevance, effectiveness, efficiency and sustainability and impact, which are in line with the definition provided by the OECD-DAC as in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results: <https://commdev.org/publications/handbook-on-planning-monitoring-and-evaluating-for-results/>. The evaluation will be carried out based on the integrated results and resource framework (IRRF) distinguishing between project-level outcomes and outputs. This evaluation also assesses the extent to which the programme's implementation sought to strengthen the application of the rights-based approach and address gender issues.

Evaluation Questions and Methodology

C. Evaluation Questions

Based on the standard criteria defined by OECD-DAC, below are the criteria to be considered for the evaluation process:

- Relevance
 - Did the project miss any critical issues that should have been tackled? Did the project miss any critical opportunities that were needed to be addressed to contribute to the UNDAF and CP?
 - Did the activities and strategies fit the objectives, i.e., is there any internal coherence between programme activities and programme purposes?
 - To what extent were the interventions relevant to the needs and priorities of the target groups/beneficiaries?
 - To what extent have gender and human rights considerations been integrated into the programme design and implementation?
 - Has the Programme been able to effectively adapt its activities to the effects of the COVID-19 pandemic in the Kyrgyz Republic?
 - To what extent was the programme in line with the national development priorities, the country programme's outputs and outcomes, the UNDP Strategic Plan 2022-2025, and SDGs?

- Effectiveness
 - To assess the degree to which envisaged outputs and outcomes have been achieved and reported achievements, and whether the programme has contributed to inclusiveness and transparency of the electoral processes and increased citizens' participation in this process.
 - Was the theory of change based on valid assumptions?
 - Assess the effectiveness of coordination among different UN agencies and organizations
 - Assess the degree of coordination and collaboration with the government authorities
 - Assess the degree to which programme implementation was flexible and adaptive to the context.
 - To what extent did the programme mainstream a gender dimension?
 - To what extent did the programme complement work with different entities?
 - How have stakeholders been involved in the programme's design and implementation?
 - What have been the main challenges faced by the programme and how has the programme overcome them?

- Efficiency
 - Assess whether the programme has utilized programme funding as per the agreed work plan to achieve the programmed targets.
 - Assess the timeline and quality of the reporting followed by the programme.
 - Analyze the performance of the M&E mechanism of the programme and the use of various M&E tools (any socio-economic data available to the programme etc.).
 - Assess the qualitative and quantitative aspects of management and other inputs (such as equipment, monitoring and review and further technical assistance and budgetary inputs) provided by the programme vis-à-vis achievement of outputs and targets.
 - Identify factors and constraints that have affected programme implementation including technical, managerial, organizational, institutional and socio-economic policy issues and other external factors unforeseen during the programme design.
 - To what extent did programme support achieve the results in its proposed timeline?
 - How efficient was the overall staffing, planning and coordination within the programme (including between the two implementing agencies and stakeholders)? Have programme funds and activities been delivered in a timely manner?
 - How efficient and successful was the programme's implementation approach, including procurement and other activities?
 - How efficiently did the programme use the programme board?

- How well did the programme collect and use data to monitor results? How well did it communicate with stakeholders and programme beneficiaries on its progress? Did it use data to inform its implementation strategy?
 - How well did the programme share its implementation and results?
 - Overall, did the programme ensure cost-efficiency? Have resources been used efficiently?
- **Sustainability and Impact**
 - Assess preliminary indications of the degree to which the programme results are likely to be sustainable beyond the programme's lifetime (both at the community and government level), and provide recommendations for strengthening sustainability.
 - Did the intervention design include appropriate sustainability and exit strategy?
 - How strong is the commitment of the Government and other stakeholders to sustaining the results of KESP?
 - How has the programme enhanced and contributed to the development of national capacity of elections?
 - Are there any financial risks that might affect the sustainability of the programme output?
- **National ownership**
 - Assess the degree of involvement of national partners and aligning to existing priorities of the local governments in targeted areas
- **Lessons learned/ Conclusions**
 - An analysis of the main lessons learned concerning the effectiveness of foreseen strategies and theories of change to achieve impact
 - An analysis of the main lessons learned concerning the effectiveness of implementation modalities

The review will cover the entire period the programme has been operational.

D. Methodology

The evaluation will be summative and employ a participatory approach whereby discussions with and surveys of key stakeholders provide and verify the substance of the findings. The evaluation will be based on gender and human rights principles and adhere to the UNEG Norms and Standards and Ethical Code of Conduct. Proposals submitted by prospective consultants should outline a robust mixed-method approach to data collection and analysis, clearly noting how various forms of evidence will be employed vis-à-vis each other to triangulate gathered information.

Proposals should be clear on the specific role each of the various methodological approaches plays in helping to address each of the evaluation questions. The methodologies for data collection may include but not necessarily be limited to:

- Rigorous desk review of documentation provided by the KESP team, including: Programme documents, previous evaluations, programme reports, key intervention reports and policies, financial reports etc. Where possible and relevant, more detailed monitoring information will be analyzed, such as community monitoring data and activity reporting;¹
- Survey of key stakeholders (online).
- *Stakeholder Analysis*: A participatory and transparent process will be followed to engage with multiple stakeholders at all stages of the evaluation process. During the initial phase a stakeholder analysis will be conducted to identify all relevant Programme partners. This stakeholder analysis will serve to identify key informants for interviews during the main data

¹ This data will only be included in the desk research when it is in a format that is accessible and relatively easily digestible for the reviewer.

collection phase of the evaluation, and to examine any potential partnerships that could further improve Programme's contribution to the country.

- Key informant interviews and focus group discussions, as appropriate, with major stakeholders (Interviews will be conducted in person or online tools such as Teams and Zoom). Stakeholders will be selected in close coordination with the KESP, and will at minimum include: Government authorities with a key responsibility towards the programme, including – primarily - relevant authorities at district level; Relevant UN agencies; Other implementing agencies, such as local NGOs; Programme beneficiaries, Central Elections Commission officials, voters of different categories (women, youth, people with disabilities, ethnic minorities, migrants) and donors;
- Validation: The evaluation will triangulate information collected from different sources and/or by different methods to enhance validity of findings. The review findings will be presented to the Project Board to collect feedback on these main findings and serve as a validation exercise.

Products expected from the evaluation:

1) Inception report with finalized and agreed terms of reference, evaluation matrix, workplan, questionnaires and agreed methodology of evaluation;

2) Comprehensive evaluation report with findings, recommendations, and lessons learned

The Report should be logically structured, contain evidence-based findings, conclusions, lessons and recommendations. The Report should respond in detail to the crucial focus areas described above. Specifically, the Evaluation Report should include the following standard elements:

- Executive summary (maximum 3 pages) and introduction
- Description of the contents of evaluation and reasons
- Stakeholder Analysis
- Needs assessment of the target groups of the population and their challenges
- Gender aspects imbedded throughout the evaluation.
- Description of methodology to approach the evaluation questions.
- Findings supported by credible evidence in response to the questions
- Limitations and constraints in undertaking the evaluation
- Conclusions including evaluation findings and analysis based on the evidence-based information
- Concrete and usable recommendations derived from conclusions
- Lessons learned

The final deliverable should comply with the UNEG Quality Checklist for Evaluation Reports which are available here: <http://www.unevaluation.org/document/detail/607>.

3) Presentation

Final Evaluation Report will be presented to key stakeholders, including UNDP staff, representatives of the beneficiary institutions, Programme donors, and NGO/CSO implementing partners and other relevant stakeholders.

KEY DELIVERABLES AND TENTATIVE TIMETABLE

#	KEY DELIBERABLES	DEADLINE	PAYMENT STRUCTURE
1.	Deliverable #1. <ul style="list-style-type: none"> - A debriefing meeting is conducted on the purpose and objectives of the evaluation. - Detailed inception report (maximum 15 pages) – developed and approved. The Inception Report shall be based on a detailed analysis of the programme documentation and complementary information and shall include (but not limited to) <ul style="list-style-type: none"> a. The complete work plan and timeline b. Proposed methodology c. Proposed questionnaire and data collection and analysis tools 	By 15 March, 2022	40 %
2.	Deliverable #2: <ul style="list-style-type: none"> • Discussions and interviews with the management, donor representatives and programme stakeholders are conducted. • Online meetings: preparing the list and profile of respondents, collecting data, conducting KIIs with the relevant stakeholders (UNDP, government partners, implementing partners, other partners and beneficiaries) • Analysis of the data. Preparing draft evaluation report. Presentation to KESP, partners and receiving feedback. 	By 31 March, 2022	40%
4.	Deliverable #3. <ul style="list-style-type: none"> • Preparing final version of the evaluation report considering comments received from the relevant partners. • Presentation of the evaluation findings to the Project Board 	By 30 April, 2022	20%

REPORTING REQUIREMENTS

During the assignment, the consultant shall submit a final report prepared in accordance with the achieved outputs according to the above schedule as per table of deliverables in the agreed format, describing activities undertaken during the task fulfillment. The report should be submitted after each product achieved and approved by the Project Coordinator and SDG-16 Team Leader on electoral assistance that will serve as basis for payments.

QUALIFICATIONS AND REQUIREMENTS

The review will be conducted by an international consultant. The international consultant should meet the following professional expertise criteria:

- Master's degree in law, political science, development studies or related field;
- Proven experience at least 5 years in conducting evaluations of strategies, policies and/or development programmes/programmes in the area of electoral assistance;

- Technical knowledge and experience in UNDP thematic areas, specifically in cross cutting issues such as gender and human rights-based approaches to programming and capacity development is an asset;
- Sound knowledge of UN procedures, results-based management (especially results-based monitoring and evaluation), and evaluation strategies will be an additional asset;
- Excellent analytical and report writing skills;
- Strong interpersonal skills;
- Ability to work in a multicultural environment;
- Fluency in English, knowledge of Russian is an asset.

The international consultant will be responsible for the assessment methodology, coordination within the team and with the UNCTs, and the overall quality and timely submission of all the deliverables. Additional translators will be provided by the Kyrgyzstan UNDP Offices.

The consultant will ensure inclusive process of evaluation and work in close coordination with UNDP and all relevant UN agencies as well as other partners. The UNDP KESP will help facilitate contacts and set up online meetings. The participation of the UN staff in the review is required, as this will provide an instant opportunity for validating the findings and will assist in internalizing the learning. However, the reviewer team does reserve the right to have some meetings without staff from the UN or implementing agencies present.

Evaluation ethics.

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' which are available here: <http://www.unevaluation.org/document/detail/102>. The consultants must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultants must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

TRAVEL

This assignment does not require travel.

ADDITIONAL REQUIREMENTS FOR THE RECOMMENDED CONTRACTOR

Statement of Medical Fitness for Work.

For an Individual Contractor who is of 62 years of age or older and on an assignment requiring travel, be it for the purpose of arriving at the duty station or as an integral duty required under the TOR, a full medical examination and statement of fitness to work must be provided. However, this is not a requirement for individuals on RLA contracts

Where there is no UN office nor a UN Medical Doctor present in the location of the Individual Contractor prior to commencing the travel, either for repatriation or duty travel, the Individual Contractor may choose his/her own preferred physician to obtain the required medical clearance.

Inoculations/Vaccinations

Individual consultants/contractors are required to have vaccinations/inoculations when travelling to certain countries, as designated by the UN Medical Director. The cost of required vaccinations/inoculations, when

foreseeable, must be included in the financial proposal. Any unforeseeable vaccination/inoculation cost will be reimbursed by UNDP.

Security Clearance.

The consultant should undertake the Basic Security in the Field (BSIF) training and Advanced Security in the Field (ASIF) tests prior to travelling. These requirements apply for all consultants, attracted individually or through the employer.

SCOPE OF PRICE PROPOSAL AND SCHEDULE OF PAYMENTS

Contracts based on lump-sum

The financial proposal shall specify instalments and payment terms around specific and measurable (qualitative and quantitative) deliverables. Payments are based upon output, i.e. upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of each of the five instalments' amounts.

Preferred Currency of Offer: United State Dollars (USD)

For local contractors in Kyrgyzstan UNDP shall effect payment in Kyrgyz Som based on the prevailing UN operational rate of exchange on the month of payment. The prevailing UN operational rate of exchange is available for public from the following link:

<http://treasury.un.org/operationalrates/OperationalRates.aspx>

UNDP CONTRIBUTION

- 1) Arranging online meetings with local counterparts and beneficiaries;
- 2) Programme related documents such as Programme Document, Annual Work Plans and/or Progress Reports;
- 3) Project cost and funding data including annual expenditure, revision of budget, and financial report for the purpose of assessing cost-efficiency.

Annex 1.Template of Evaluation Report

Purpose/Description of the Evaluation Report:

The evaluation report is the key product of the evaluation process. Its purpose is to provide a transparent basis for accountability for results, for decision-making on policies and programmes, for learning, for drawing lessons and for improvement.

This note draws extensively from the [Standards for Evaluation for the UN system](#).

Format:

The Evaluation Report should contain the following:

- Title Page
- List of acronyms and abbreviations
- Table of contents, including list of annexes
- Executive Summary
- Introduction: background and context of the programme
- Description of the program – its logic theory, results framework and external factors likely to affect success
- Purpose of the evaluation
- Key questions and scope of the evaluation with information on limitations and de-limitations
- Approach and methodology
- Findings
- Summary and explanation of findings and interpretations
- Conclusions
- Recommendations
- Lessons, generalizations, alternatives
- Annexes

ANNEX 2. EVALUATION CONSULTANT CODE OF CONDUCT AND AGREEMENT FORM

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively

affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.

6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form²
Agreement to abide by the Code of Conduct for Evaluation in the UN System
Name of Consultant: _____
Name of Consultancy Organization (where relevant): _____
I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.
Signed at <i>place</i> on <i>date</i>
Signature: _____

Annex 3. Evaluation Guidelines

- UNDP Evaluation Guidelines <http://web.undp.org/evaluation/guideline/index.shtml>
- UNEG Norms and Standards <http://www.unevaluation.org/document/detail/1914>
- UNEG Ethical Guidelines <http://www.unevaluation.org/document/detail/102>
- UNEG Code of Conduct <http://www.unevaluation.org/document/detail/100>

²www.unevaluation.org/uneqcodeofconduct